



## MISSION KARMAYOGI – CAPACITY BUILDING FOR PUBLIC SERVICE DELIVERY

*National Programme for Civil Services Capacity Building (NPCSCB) -Karmayogi is an important programme for the civil servants. Through this programme, in-service training is provided to upgrade the skills and behaviour of the civil servants towards service delivery and make governance efficient. With the introduction of this mission, it becomes imperative to include public service motivation into the training programme to connect the human resource development:*

“National Programme for Civil Services Capacity Building (NPCSCB) – Mission Karmayogi-- is an important programme for the civil servants. Through this programme, in-service training is provided to upgrade the skills and behaviour of the civil servants towards service delivery and make governance efficient. With the introduction of this mission, it becomes imperative to include Public service motivation into the training programme to connect the human resource development. This should be intended to motivate civil servants in their work, which is impossible without the public service motivation and assessment of the works of the civil servants in a realistic manner through the modern administrative theories of the open model and Simon’s bounded rationality. This will holistically address the problem. The course materials need to be developed to motivate the civil servants and address the prejudices against the marginalized communities. Ultimately, the aim should be to link the training and performance together.”

Jacob Mincer also known as the father of modern labour economics has contributed to the empirical underpinnings of human capital theory, which reshaped the discipline of labour economics. According to Mincer (1984), “Growth of human capital is both a condition and a consequence of economic growth. Human capital activities involve not merely the transmission and embodiment of available knowledge but also the production of new knowledge, which is the source of innovation and technical change that propels all production factors. This latter function of human capital generates worldwide economic growth regardless of its initial geographic locus.”

As we know that the civil servants come from society, and society guides their behaviour norms. Whether good or bad depends on society, and training plays a critical role in performance, especially in-services training. It is mainly based on developing a human resource which is the most complicated part of the administrative machinery. Against this backdrop, it becomes necessary to relook at the whole training programme holistically.

### **In -Service Training: A Case Study of Police Force**

This section focuses on the significance of in-service training in Indian police forces. When investigating the factors that lead to state police officer under-training, it is feasible to uncover that police officers are not effectively prepared owing to a lack of in-service training. Only around 6% of policemen receive in-service training that is closely connected with their performance. As per the report on the state of policing 2019, “it is undeniable that there is a correlation between a lack of training and bad performance.” One example of a lack of training is a widespread view among police officers that complaints of gender violence are unfounded, or that migrants and members of transgender or minority communities are inherently more likely to commit crimes (Report on the State of Policing in 2019). More research on this report is required for in-service training. In-service training is lacking at the police constabulary level as compared to upper level personnel. This has a direct impact on how police forces operate on the ground.

#### II.1 Situating Gender in Police Force

The male personnel dominate the entire setting of the police services in India. In addition, there is a poor behaviour toward women among the police force. Within the police force, there are clear anti-women prejudices. There are profound biases against female personnel, with the belief that they are incapable of handling difficult problems. (Status of Policing Report -2019)

Certain statements made by police personnel (both male and female) show special anti-women sentiments in the force-

- The first statement is that ‘being in the police requires physical strength and aggressive behaviour, which women lack.’
- The second statement is that ‘women police are incapable of handling high-intensity crimes and cases.’
- While third and last statement is that ‘because of inflexible working hours, it is not feasible for women to work in the police force as they cannot fulfill their household duties due to this.’

These assertions contradict the accomplishments of female police officers. Kiran Bedi, a female police officer, ex-

emphasizes how women may provide effective services within the police force. The above-mentioned misconception regarding women in police forces must be dispelled. Subsequently, at the ground level, there is a serious requirement of in-service training in terms of gender sensitization, and such problems have to be addressed by the comprehensive psychological training not only limited to men but also to women (Because in this research, women have also participated) (Status of Policing Report -2019).

Other deep prejudices are against the transgender community. More than 27% of police personnel feel that transgender communities are naturally inclined towards crime (Status of Policing Report -2019). Training modules are to be created with different case studies to change the mindset and transform the attitudes of police personnel. One of the most important administrative theories is propounded by Herbert Simon and is known as bounded rationality (A study of Decision-Making Process in Administrative Organisation, New York by Herbert Simon). According to this theory, any system cannot be rational or irrational, but an administrative man takes decisions according to the general information available to him. Therefore, decision making ability should be a priority for the police personnel and civil servants as well. Regular in-service training could enhance the person's ability to make the appropriate decision, so training should have multiple course modules for the different sections of the personnel according to the local requirement.

**The Transition from the Rules-Based To Roles-Based Training**

We have to relook at the overall behaviour of administrative personnel so that performance management should be established. Higher authorities have authoritarian attitudes towards subordinates within the organization and cannot handle the situation in democratic ways, directly affecting the government's working style. This also affects the service delivery. Consequently, citizens suffer from terrible services provided by concerned authorities. Public service motivation should be directly linked with human resource management. Then, it will directly enhance the capabilities of the civil servants, and the quality of the service delivery will also be improved.

As mentioned earlier, public service motivation needs to be linked with human resource management properly and should be channelized through regular training for the civil servants. Gaps in the assessment of the services of the civil servants are given in the following -Table.

**Table No.1**

Present	Desired
<ul style="list-style-type: none"> <li>• Individual rankings</li> <li>• Appraisal</li> <li>• Periodicity - annual</li> <li>• Outputs</li> <li>• Performance and pay not related</li> <li>• Ratings - Top-down</li> <li>• Directive</li> <li>• Monolithic</li> </ul>	<ul style="list-style-type: none"> <li>• Process</li> <li>• Joint review</li> <li>• Periodicity - more periodic</li> <li>• Outputs/Outcomes</li> <li>• Performance related pay</li> <li>• Ratings - Consultative</li> <li>• Supportive</li> <li>• Flexible</li> </ul>

Source: Second Administrative Reform Commission (10th Report)

**The points mentioned in the Table no. 1 are elaborated below--**

- In the present system, the individual ranking is present rather than the collective ranking. However, there should be a focus on team building rather than individual ranking. Training programmes should concentrate on developing team-building qualities among the civil servants, which will improve their capacity.
- The present Appraisal system is opaque in nature rather than open, directly affecting the performance of the civil servants. There is an urgent need to revise the Appraisal system. It should be a 360-degree evaluation.
- The top-to-down approach generally means orders that come from the higher authorities to lower authorities without consulting the latter and knowing the ground-level problems. These problems could be addressed by the training programmes on how to engage the subordinates in the decision-making process. It will holistically address the problem.
- The monolithic approach in the administration rather than problem-solving brings more rigidity to the rules. So the training programmes must include the best practices in the training.

### Herzberg’s Two-factor Theory and Training Programmes

Another most important motivational thinker was Frederick Herzberg. He propounded a two-factor theory which is also known as motivational theory. His theory is significant for the public service motivation to human relation theory and can also be used as the theoretical base for the training programmes. According to Herzberg, there are certain factors which may create job satisfaction at the work place.

#### IV.I Hygiene factors

- Company policy and administration
- Supervision
- Salary
- Interpersonal relations
- Working conditions

The factors above are for the workers so that they don’t get dissatisfied with the work in a short period of time. But long-term motivation is not possible from these factors, and public service motivation is not possible under the hygiene factors. In simple terms, hygiene factors mean employees could work properly but are not satisfied in the long-term.

#### IV.II Motivation factors

- Achievement
- Recognition
- Work itself
- Responsibility
- Advancement
- 

The motivation factors are for long-term satisfaction of the employees at the work place. They are directly linked to the public service motivation for the service delivery in such a manner that service delivery capacity is improved and an efficient way to manage the human resources is accomplished.

Given below is the description of the motivation factors -

1. Achievement- When the person has the freedom to work based on his discretion to achieve the goal and is also awarded by the higher authorities (For example, Prime Minister’s Awards for Excellence in Public Administration), it motivates the public servants to work.
2. Recognition - The seniors recognize the work, leading the subordinates to work confidently and creating a workmanship spirit.
3. Responsibility - A sense of leadership in the work motivates a person to work with full dedication to achieve the goal (it also creates internal accountability with the human mind)
4. Advancement - To get an opportunity for promotion and enjoy higher responsibility is a matter of pride for the person itself.

However, to develop such qualities, we have to design the training modules accordingly to link public service motivation to the human resource management directly and further utilize the human resource in the best way for service delivery and good governance.

### Integrated Government Online Training (i-Got)

During the pandemic, this very innovative mechanism to utilize the Digital media for the training of the civil servants was initiated. Different types of courses are available in different languages to train the civil servants.

Online learning couldn’t be an alternative to the offline but online portal i-Got can reach the remote place, and every personnel could be trained in an accessible way. i-Got-learning can be more interactive with two-way learning from the experts and practitioners at the grassroots level. However, we have to develop the mechanism i-Got- more dynamic in nature to share the best experience from the grassroots level on the portal.

1. A few examples are mentioned here-

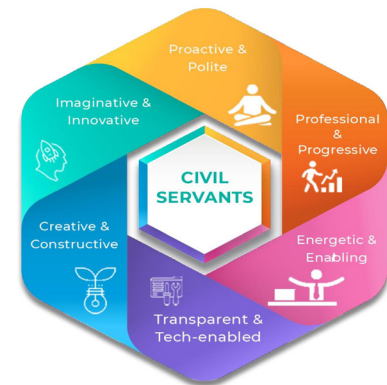
The Government of India has

**MISSION KARMAYOGI: A NEW CAPACITY BUILDING PARADIGM**  
**National Programme for Civil Services Capacity Building (NPCSCB) (2/2)**

- Strengthens Common Foundations and remove departmental Silos
- Sets Benchmarks in Learning for Public Servants
- Democratization of learning to cover all categories

started an online RTI( Right to Information) portal to seek information online from any department related to the Union government and other Central level agencies so that anyone can easily file the RTI and file a first and second appeal. Citizens can access information fast and easily. The training programme should include the experience of the citizens by getting the services from the online RTI portal. Then it should be shared with the different state training centres through the i-Got-learning platform. This will be a two-way learning programme.

### Karmayogi for the Nation



2. Recently Delhi government has started the home delivery of services in which several listed services were delivered to citizens to their homes as per their convenience. These are purely citizen-centric services, where the people could access the services as per their desire.
  - Here training will play a significant role in delivering the services properly to the citizens (Best practices available in the market can be adopted, and learning video can be uploaded on the portal).
  - The training must include the experiences of the private sector like Amazon and Flipkart etc., to enrich the service delivery mechanism.
  - Comptroller and Auditor General of India have said that the speed post service of Indian post is more efficient than private-sector courier. It can be a case study for the other departments, and a few learning videos can also be created on this topic and made available for the online portal.

3. An Analysis of Citizens' Charter and its Role in Public Services  
Introduction to the First Report on Citizens' Charter- released by Prime Minister John Major in 1992 states that "The Citizens' Charter sees public services through the eyes of those who use them. For too long, the provider has dominated, and now it is the turn of the users. The Citizens' Charter will raise quality, increase the choices, secure better value and extend accountability (Cabinet Office U.K., 1992)."

Following observation was made by Bernard Herdan Report on the citizens charter (From Citizen's Charter to Public Service Guarantees: Entitlements to Public Services)

"The Charter Mark scheme is something of an unsung success story. Charter Mark holders are generally very positive about the scheme. They feel it is a valuable management tool in driving up standards and that it helps motivate members of staff. There is much anecdotal but little hard evidence of the Charter Mark's effectiveness. The Charter Mark Scheme continues to prosper, but percentage penetration of the whole public sector - and therefore overall impact - remains quite low. There is now a very low level of public awareness of the Charter Mark, and members of the public displayed a general skepticism about quality schemes and awards that we met in focus groups. However, on balance, people believe that holding some form of quality scheme or award might influence choice where this applies. It is to be noted that most public services do have performance standards and report to Parliament and the public on how well they have met these. Most public service providers also measure customer satisfaction levels; however, this is often not particularly rigorous. Comparisons even within sectors are difficult to make, with a few notable exceptions. We have also recognised that there has been research in a number of countries on the fundamental drivers of customer satisfaction. Such research has been undertaken in the UK and generated consistent conclusions.

#### **In summary, the key drivers of customer satisfaction within public services are considered to be:**

- Delivery of promised outcomes and handling problems effectively
- Timeliness of service provision
- Accurate and comprehensive information and progress reports provided
- Professionalism and competence of staff and treating customers fairly
- Staff attitudes - friendly, polite and sympathetic to customers' needs.

The public service delivery is the most important component of the government that depends upon the three pillars (The concept of public service delivery emerged in the 1990s, with New Public Management and Citizen Charter's evolution in the UK).

- Timeline- ( Particular service will be delivered within a maximum time limit)
- Quality - (Services nature and quality matters for the citizens)
- Grievance redressal ( Address the complaint of the citizens as soon as possible )



For these high qualities, effective training is needed to deliver the services efficiently.

1. Ways to Enhance Public Service Delivery

- Increase specialization and induct lateral entry- Due to the specialization in the governance, where people are inducted in the government from outside, training should be more inclusive and holistic, which can only be brought through a specific and specialized training programme.
- Recently the Union home ministry has approved the policy for induction of transgender in the Central Armed police forces. This has required the government to introduce different training centres for specific gender sensitization training modules for the Central armed police forces personnel to understand the importance of the transgender in the forces. Here online courses also are prepared so that any person can have remote access to the courses
- Similarly, the Aadhar enabled technology has to be used, which also needs specialized training and content.
- The new technology has been adopted by the Government of India, which is called RAS (Rapid Assessment system). This technology facilitates the overall Interface to the citizens for improving the quality of services, both online and offline, its website and application. This type of application needs specialized training to understand the technology properly and create awareness. (Technology has not only helped in improving public service delivery but also the feedback part of it).

2. Indian Administrative Service (IAS) for the in-service training

At present, the IAS officers have in-service training to enhance their capabilities in their respective domains. Despite that, the "Committee to Review In-service Training of the IAS officers" (Yugandhar Committee, 2003) has underlined the problem of in-services training of the IAS officers.

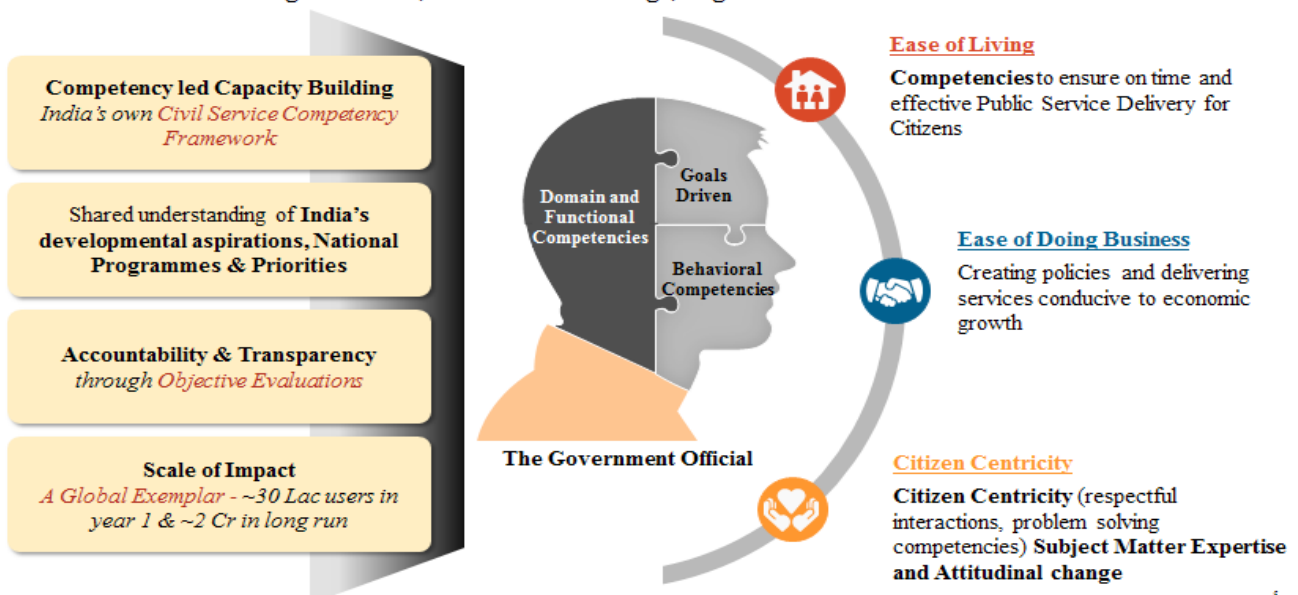
"Officers who have already put in several years of service cannot be treated like graduate or postgraduate students and they find the lecture method to be extremely boring. They also find that there is very little to learn from the faculty of the training institute, even if it is one of the prestigious institutes like an IIM. As far as the other Institutes are concerned, the impression is that the programmes are very badly structured, with efforts being made to only fill in the different lecture slots purely based on the supply available. The programme lacks any meaningful structure, and hence the participants' lose interest. As a result, the objective of offering a meaningful sabbatical to facilitate some fresh thinking is not achieved. It was also reported to the Committee that many officers felt that the learning came largely from interaction amongst colleagues working in other states rather than from the faculty of the Institute itself. The Committee was informed that in many cases, options for a particular training programme are exercised based on the venue and timing of the programme and not based on the contents of the programme. This clearly shows that some of the officers do not value the possibility of learning from the training but only the opportunity it offers to take a break".

In-service training seems to be a formality, so we have to relook at the training in a holistic manner to improve the capacity in the real sense.

- The senior officers need the expertise of the respective domain. From the Joint Secretary to the above levels, the officials must have specialization in their domain, and training should be formed according to that.
- Some in-service training programmes should be designed so that outside IAS officers can also participate like from the other services, industries, corporate world and NGOs, etc. This will enable them to learn from

**Mission Karmayogi – Build Future Ready Civil Service**

- with right Attitude, Skills and Knowledge, aligned to the Vision of New India





each other and exchange experiences and challenges.

- A higher level should focus on policy formulation and policy execution for the training in a specialized way.
- Performance should be linked to the training for the promotion and career progression.

Ultimately the core purpose of the training is to deliver the high qualities of the services with the participation of the citizens in the governance. The 6<sup>th</sup> Pay Commission rightly mentioned here that-

“The institutional structures of top-down management and isolated managerial efforts have proved inadequate for satisfying performance, i.e., delivery of results and outcomes. There is over-reliance on ‘command’ models of administrative effort for service delivery. Citizens and service users are stakeholders and participants, not just ‘customers.’ This role needs to be institutionalized in the administrative structures linked to the specific organizational service delivery. This participation of stakeholders in the process design and their institutional integration into the decision and delivery framework can be based on a ‘cooperative model’ of consultation and co-production. Institutional norms and practices become habits and routines and must be consciously analyzed, confronted, and substituted with alternate institutionalized practices. This perspective of purpose is also important for determining the type of Performance Related Incentive Scheme (PRIS) developed and adopted. The importance of a systems shift from top-down monitoring to stakeholder-citizen participation and co-production with transparency and checks is critical for better public service delivery.” Such mindset has to develop in our civil servants that they are dealing with customers and they (Civil servants) have to count the participation of the citizens in their governance. Also, the government should know that it may only be possible through an intensive training programme concerning how to engage with the citizens. Qualities of the services will only be improved when we participate and take the feedback from the citizens.”

We have to strengthen the internal accountability mechanism to improve our services and ensure that proper grievance redressal within the organization could be possible. Our training programmes must have a mechanism to train our personnel to strengthen the internal accountability mechanism. It will enhance our service delivery.

### 1. Institutions and Mechanisms that Promote Accountability in an Organisation---

- RTI (Right to information) for delivery of the services - That should be improved by accepting the application online and opening Common Service Centres (For remote access of the services).
- Citizens-oversight committees-- These should be developed for the participation of the citizens in the governance and to take feedback (Training of the personnel on how to engage the citizens).
- Civil society/watchdog bodies--- To participate in the governance process and take the suggestion from the civil society organizations.
- Media--- To engage and create awareness regarding the government schemes and to interact with media.
- To conduct surveys related to citizens’ satisfaction over the services delivery.

### 2. Goals of Training

The four important goals of the training are as follows:



- Responsiveness- To meet the citizens' demands and act according to the demands of the citizens.
- Commitment - Work under the Democratic values and ethos, the most important concept is "Neutrality," which most civil servants lack. That concept was well defined by our great leader Sardar Patel. "It needs hardly to be emphasized that an efficient, discipline and contended civil service assured of its prospects as a result of diligent and honest work, is a sine qua non of sound administration under democratic regime even more than under an authoritarian rule. The service must be above party, and we should ensure that political considerations, either in its recruitment or in its discipline and control, are reduced to the minimum if not eliminated altogether."
- Concept of the neutrality-- It is most important in public governance. As Paul Applely said, civil servants should not be confused with the concept of political neutrality and programme neutrality. Ultimately civil servants have to advice the policy formulation with a free and fair mind without any political consideration. As Sardar Patel said on the role of the civil servants, "Today, my Secretary can write a note opposed to my views. I have given that freedom to all my Secretaries. I have told them, 'If you do not give your honest opinion for fear that it will displease your Minister, please then you had better go. I will bring another Secretary! I will never be displeased over a frank expression of opinion."
- Awareness- to be familiar with modern technology and learn these techniques quickly with social and economical realities.

In an assessment on the governance of India, the World Bank said that "The civil service in India, the legendary 'steel frame' of the British Raj, is today battling against onslaughts to its relevance. The strength of the civil service in India lies in its extraordinary pool of skills and talents, its field experience, its extensive networking, its appreciation and overview of the functioning of the government at the cutting edge, its understanding of delivery systems for a development, awareness of the formal and informal socio-economic networks in the field, its 'can deliver' attitude, its role in national integration, its ready adaptability to the new and unfamiliar situation and tasks, and its social orientation, bolstered by intense competition among the officers." As clear from the above assessment, the World Bank had recognized the importance of civil servants in governance.

**Conclusion**

Training is the most important component of the employees' personality development and capacity building that can only be possible through the regular interval of the in-service training. The prime motive of the training is to develop the following qualities common in the civil servants: Accountability, Transparency, Equity and Inclusiveness, Participatory, Consensus Orientation, Following Rule of Law, Effectiveness, and Efficiency. To institutionalize these qualities in training can facilitate in the following ways-

**MISSION KARMAYOGI:  
A NEW CAPACITY BUILDING  
PARADIGM**

**National Programme for Civil Services  
Capacity Building (NPCSCB) (1/2)**

- Prescribe Annual Capacity Building Plan for all Departments & Services
- Monitor the implementation of Capacity Building Plan
- Massive Capacity Building initiative to ensure efficient service delivery
- Promotes Technology-Driven Learning Pedagogy

- People first- To address the problems of the citizens with empathy, especially for the underprivileged class.
- Strategic thinking- To understand the environment properly on how to address the problem in a holistic way.
- Organizational awareness – To understand the organization properly and interact with the members.
- Takes accountability means the leadership qualities should be developed to take responsibility for outcomes (whether success or failure).
- Conceptual thinking – The ability to address the problem by connecting the dots and addressing the stereotypes image.

Gandhiji said, “Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen, and ask yourself if the step you contemplate is going to be of any use to him [her]. Will he [she] gain anything by it? ... Then you will find your doubts, and yourself melt away.”

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